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ABSTRACT

This theme issue includes four articles on schoolwide approaches to educational equity and improvement. "Schoolwide Projects: A Challenge for Administrators on Campuses with LEP Students" (Abelardo Villarreal) synthesizes the literature on schoolwide reform strategies used in schools that have been successful with limited-English-proficient (LEP) students. Four indicators central to these schools' effectiveness with LEP students are rigorous standards; flexible, high quality curriculum; coordinated federal resources; and goals and results orientation. "A Different Kind of Will: Educational Equity and the School Reform Movement" (Bradley Scott) reviews research findings about four types of school practices that discriminate against disadvantaged students, examines policy options to eliminate barriers and assure educational equity, discusses elements of the Improving America's Schools Act of 1994 and Goals 2000: Educate America Act that promote equitable outcomes, and lists questions to use in assessing program equity. "IDRA's Project FLAIR: Professional Development Model Addresses Literacy Development from a Schoolwide Perspective" (Rogelio Lopez del Bosque) describes Project FLAIR (Focusing on Language and Academic Instructional Renewal), which provides professional development training and other support for school-based development of an intensive schoolwide language-across-the-curriculum program. "The Whole School, the Whole Child" is an interview with Elfida Gutierrez, principal of Hueco Elementary School (El Paso, Texas), who discusses schoolwide improvement in classroom practices and assessment. Contains references. This issue also contains the cumulative index for the IDRA Newsletter for January 1996-December 1996. (SV)

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IDRA Focus:
Organizing for Schooling

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Inside this Issue:

- *Schoolwide programs and equity*
- *A model for literacy development*
- *A principal talks about her program*
- *New book on school finance reform*

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Schoolwide Projects: A Challenge for Administrators on Campuses with LEP Students

Abelardo Villarreal, Ph.D.

On a healthy body, a simple band-aid will help the healing of a wound. But an unhealthy body runs a higher risk of complications such as an infection, so a simple band-aid will not do the job. More has to be done.

Organizations basically operate on the same premise. Schools are no exception. Some schools are, for the most part, effective in meeting the needs of a diverse student population. Any need that may surface will be minor and can be addressed through a short-term measure.

There are other situations where a segment of the student population is not achieving as well as other students. These students are being neglected. They do not have equal access to appropriate educational opportunities.

A schoolwide approach provides schools the opportunity to address student needs more holistically. D. August, *et al.*, define the philosophy behind schoolwide programs: "When a large proportion of students in a school are in need, the best way to upgrade the educational experience for those students is to improve the program for the entire student body" (1995).

Furthermore, the philosophy is based on the premise that specific needs of economically disadvantaged students and students from diverse cultural backgrounds are symptomatic of many school variables that are not functioning in productive ways or in concert for the benefit of *all* student populations. Schoolwide programs allow for careful and comprehensive planning so that the impact of variables and factors can be better understood and addressed to benefit *all* students.

Purpose

Bilingual education proponents and many parents of limited-English-proficient (LEP) children perceive two statements from federal documents as creating some ambiguity as to how federal funding can be used. The *Bilingual Education Act*, for example, is very focused on its intent and purpose. Recent statements on the use of various federal program funds for schoolwide programs, though, communicate a sense of extreme flexibility. They also state that a school may "use funds received under Subpart 1 of the *Bilingual Education Act* to support its schoolwide program provided that it improves instruction and other services for limited-English-proficient children in school" (*Federal Register*, 1995). This second statement may be interpreted superficially to mean that schools can use the funds in any area even when justification from an instructional dimension is unclear.

For example, the possibility of abuse in the use of federal funds destined to meet the needs of LEP students becomes a real concern when funds are used to attend leadership conferences and this activity is not part of the school's improvement plan to raise achievement levels of LEP students. This paradox has caused anguish and concern among many bilingual educators because of the lack of specific guidelines to ensure that funds earmarked for LEP children produce the impact expected in the legislation.

The concern is justified and becomes even more disturbing when we witness administrators who talk about schoolwide projects and say things like, "Now we can use federal funds for anything we want" and

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Publication office:
5835 Callaghan Road, Suite 350
San Antonio, Texas 78228-1190
210/684-8180; Fax 210/684-5389
IDRA World Wide Web site:
http://www.idra.org
IDRA E-mail Address:
idra@idra.org

María Robledo Montecel, Ph.D.
IDRA Executive Director
Newsletter Executive Editor

Christie L. Goodman, APR
IDRA Communications Manager
Newsletter Production Editor

Sarah H. Aleman
IDRA Data Entry Clerk
Newsletter Typesetter

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"We have all this money that we do not know what to do with." These comments become especially troublesome when no one seems to be able to articulate the manner in which the funds will improve the educational achievement of students.

In all fairness, administrators have been provided little, if any, direction on the integration of federal funds and resources in a schoolwide project. Many school administrators welcome ideas on how to assess the degree to which their campus is implementing a genuine schoolwide reform project and a set of indicators that they can use to make this assessment. In essence, they would welcome more specific guidelines for ensuring schoolwide program success for all students.

The purpose of this article is to synthesize the literature on effective schoolwide reform strategies used in campuses that have been successful with LEP students and to provide school administrators and site-based committee members with some insights on how to effectively plan improvement on a campus with a diverse student population.

Research Base for Schoolwide Reform that is Effective with LEP Students

While defining initiatives for a schoolwide program, principals and the site-based committee members at campuses with LEP students would benefit from a framework that integrates schoolwide research findings with specific findings about successful schools with LEP students. In other words, the framework defines each finding as it relates to campuses with LEP students. I have consulted and gleaned critical information from the following sources to propose a framework for addressing the needs of LEP students in a schoolwide program.

- Researchers like E. Pechman and L. Fiester (1994) and S. Stringfield, M.A. Millsap, E. Scott and R. Herman (1996) have documented the features of successful schoolwide programs, and they have validated the original premise on which schoolwide programs were established.
- Pechman and Fiester provide ideas and suggestions on how successful reform movements have incorporated efforts to improve the achievement levels of LEP students (1994).
- B. McLeod summarized findings of a four-year study conducted through 12 U.S. Department of Education projects that studied education reform efforts in various areas including student diversity and students considered at risk (1996). These findings are summarized in four booklets that address language development, curriculum and instruction, school organization, and parent involvement.
- E.E. Garcia surveyed seven effective bilingual education classrooms in three Phoenix-area elementary schools and identified characteristics in six areas that were common in these classrooms: school leadership and processes, social climate, curriculum, instruction, staffing, and assessment (1987).
- The Charles A. Dana Center, with support from the STAR Center, studied 26 successful schools (schools that had a high percentage of students who receive free or reduced-price lunches) in Texas and organized their findings into six themes. Successful schoolwide programs: (1) focus on the academic success of every student, (2) make no excuses, (3) experiment, (4) are inclusive: everyone is part of the solution, (5) have a sense of family, (6) demonstrate collaboration and trust, and (7) have a passion for learning and growing (Lein, Johnson and Ragland, 1996).
- IDRA conducted a survey of schools that were successful as demonstrated through their high achievement on the Texas Assessment of Academic Skills (TAAS) test. Its findings show that schools require both a long-term and short-term improvement initiative – in other words, an overall health improvement as well as a band-aid for the current specific ailment (Villarreal, 1994).
- A group of researchers from the University of Texas at Austin collaborated with the Education Service Center at Region I in Texas to study

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EFFECTIVE SCHOOLS FORM MEANINGFUL PARTNERSHIPS WITH FAMILIES, THE COMMUNITY AND THE BUSINESS SECTOR...OVERALL, THE WHOLE SCHOOL SHARES A BELIEF THAT SUCCESS IS ATTAINABLE AND THAT THE SCHOOL CAN MAKE A POSITIVE DIFFERENCE IN THE LIVES OF ALL STUDENTS.

A Different Kind of Will: Educational Equity and the School Reform Movement

Bradley Scott, M.A.

This country is in a time of great change and flux. Nowhere is this more evident than in the tremendous change that is occurring in public schools. The goals and challenges the schools of this nation face include being re-created to work for very different students and diverse populations, producing world-class students with world-class skills that will allow them to compete in a global economy and ensuring that a greater number of these students complete high school, at least, and possibly seek post-secondary schooling while moving into their vital civic and work responsibilities. The challenges, however, go beyond these alone.

In order for those who operate public schools to meet these goals, educators and communities will have to examine how schools currently work and where they are not being successful. They will have to explore new ways of restructuring schools so that they work more efficiently for a greater number of students who differ by race, gender, ethnicity, language characteristic, economic class and social circumstance. Given this challenge, it also becomes apparent that new paradigms are needed for thinking and acting regarding equal educational opportunity, excellence, equity and the protection of the civil rights of students in schools. In fact, the major challenge faced by schools and the communities they serve is to produce equity-based excellence. These challenges will not be easy to confront, but they are manageable so long as those involved in the pursuit of equity-based excellence exercise the determination to see the challenge through to the end.

Certainly big challenges raise big questions. Who must initiate the changes that need to occur? What will be required of them? What concerns must they face in restructuring schools to produce equity-based excellence? What will such excellence look like? What will be the evidence that success is being achieved? What will the alternative look like should this nation not be able to meet the challenge? This article is intended to answer these and other questions as a way of forging a critical action path for change agents including school leaders and their staffs, community-based leaders, parents and students.

DAC-SCS

Considering Equity

Those who operate public schools are truly working to produce excellent results for students. They, and people in the community, are working together to restructure schools to improve academic outcomes for students in ways that are virtually unprecedented.

Public education has been reshaped by the creation of the *Goals 2000: Educate America Act*, the *Improving America's Schools Act of 1994* (reauthorization of the *Elementary and Secondary Education Act*), the *School to Work Opportunities Act* and ensuing state and local initiatives. While reformers have initiated these activities and conversations about excellence abound, the platitude, "all students can learn" has become the battle cry of schools and communities around the United States (and evidence shows that the slogan is true).

However, the part of the discussion that still requires clear articulation is the role of equity. What is *educational equity*? How is it related to *equal educational opportunity*? How do we create schools that are equitable? Who must be involved? How must they be involved? Where do we begin?

Clearly all students in public schools should be the focus of any discussion and resultant actions that occur. More importantly, however, is the fact that *all* of the stakeholders must identify and accept their part in the creation of the answers that are formulated wherever equity is concerned.

Such clarity concerning these issues does not yet exist. There is a place for equity in excellence, but where that place is and how to make it real are the persistent struggles with which the nation must grapple. Suppose we stretched the limits of the discussion to suggest that there can be no excellence without equity? These are the tough questions that must be answered. How to mesh equity and excellence in a seamless manner and to make this alliance a regular part of school and community activities is today's compelling issue. If this issue cannot be confronted forthrightly, the nation will fall far short of its aims to produce world-class students skilled and competent enough to compete on a global economic and political stage.

What the Research Says

The nation is not at all sure of what is actually being produced in public education. Everyone has gained understanding about the kinds of skills and competencies students will need to prepare for the global world of work, but the country still struggles with understanding how to produce those skills and competencies among a more diverse student population.

On April 18, 1991, the Bush administration issued *America 2000: An Education Strategy*, in which the president and the secretary of education challenged the nation to reinvent the nation's public schools. In that same year, 30 experts in the field of education came together to create a thoughtful debate on the possible implications of the strategy. Their comments and essays appeared in a document entitled *Voices from the Field*.

In that publication, Dr. José A. Cárdenas, then executive director of the Intercultural Development Research Association, cautioned:

> New standards must be accompanied by new strategies so that the extensive number of students who have failed under the old standard can succeed. Comparisons of schools, districts and states will demonstrate what is already known: that some segments of the population perform deplorably in the education process. School, district and state characteristics will be reflected in these comparisons...The challenge is to provide assistance to students [who] are not performing well, not to further stigmatize them (1991).

Researchers P. Keating and J. Oakes posed the question, "If real reform is possible,

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where might one look to identify the most serious problems and practices as candidates for fundamental change – especially those that have the most damaging impact on disadvantaged youth?" (1988). They concluded there were four areas, including: (1) *testing practices* that limit learning opportunities for these students; (2) *grouping and tracking practices* that relegate disadvantaged students to the lowest-quality knowledge and the poorest-prepared teachers; (3) *curriculum and instruction practices* that are fragmented and low-level, "following narrowly behavioral, rather than cognitive, models of learning"; and (4) *school management practices* that embrace centralized, top-down, factory production models rather than responsive and professional decision making at the school sites (Keating and Oakes, 1988).

Keating and Oakes suggested 11 policy options that should be at work in schools to eliminate barriers and assure educational equity.

- Place equal educational access high on the public policy agenda.
- Eliminate the remaining vestiges of race and gender bias in schooling practices and curriculum materials.

IN THE FINAL ANALYSIS, ALL OF THE SCHOOL REFORM EFFORTS IN THE NATION WILL DO LITTLE TO NO GOOD UNLESS ALL STUDENTS BENEFIT FROM THE CHANGES THAT OCCUR. ONLY SCHOOL REFORM DRIVEN BY A NOTION OF EQUITY AND MEASURED BY THE STANDARDS OF EQUITY CAN BE DEEMED EFFECTIVE IN ASSURING THAT ALL STUDENTS HAVE A FAIR, COMPARABLE OPPORTUNITY TO LEARN, TO ACHIEVE AND TO EXCEL.

- Upgrade teaching and increase the access of disadvantaged students to highly qualified teachers.
- Alter formulas for compensatory educational resources and services to account for the impact of the longevity and high rates of poverty in schools.
- Eliminate rewards for assessing and labeling students on the bases of social and/or personal dispositions.
- Develop model, integrated curricula and instructional strategies suitable to diverse groups of students.
- Provide incentives for schools to forge non-traditional alliances among schools, families and communities.
- Join forces with all those who have a stake in schools: universities, social service agencies, the private sector.
- De-regulate schools and build capacity for improvement.
- Hold schools accountable for both equity and learning.
- Marshal new resources and reconfigure existing ones to give schools greater autonomy and flexibility to excel (Keating and Oakes, 1988).

Equity-based Excellence

The challenge before the nation is to produce restructured schools that have, as a part of their regular way of operating, the production of equity-based excellent outcomes for all students. How must this be accomplished?

Producing excellence for some students and not all is discrimination. It is a violation of federal law regarding the protection of an individual's civil rights to

A Different Kind of Will- continued on page 5

	First Generation 1954-1964	Second Generation 1964-1983	Third Generation 1983-Present	Fourth Generation Future
Focus	Physical desegregation	Equal treatment and equal access within school achievement	Physical resegregation Equal opportunities to learn Equal outcomes-achievement, attitudes, and behaviors	Schools that work for diverse students Teach world-class skills New paradigms for civil rights and equity-based excellence
Desegregation Concerns	Physical assignment plans Elimination of racial isolation Elimination of bias and stereotypes	Access to courses and programs Access to language development Elimination of practices that lead to isolation or differential treatment based on race, sex and national origin	Culturally-sensitive, bias-free curriculum and instruction Use of varied instructional methods for different cultural and learning styles Heightened teacher expectations Development of positive self-concept Elimination of achievement gaps	Restructured professional development Use of culturally-sensitive curriculum Development of lifelong learning competencies Instruction in technology, information management, math and science, and diversity Creation of school and community collaborations on social issues affecting schools

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Reprinted from the "The Fourth Generation of Desegregation and Civil Rights," IDRA Newsletter, January, 1995.

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equal educational opportunity. The National Coalition of Advocates for Students includes equal educational opportunity in its list of entitlements all students deserve in public schools (see box at right).

This is a framework for the production of equity-based excellence. Others have called for equity and excellence in public schools as a way of assuring the United States' pre-eminence as a world leader. Researcher F. McKenzie explains:

> The economic necessity is becoming the key to increasing our commitment to educational equity...It is clear that the shaping of educational policy must include a reshaping of schools and community colleges to better equip them to meet the challenges of providing educational equity (1993).

Dr. José Cárdenas suggests that as schools restructure, they also need to embrace a new educational paradigm that has the following three characteristics to produce equitable educational outcomes for atypical students:

- Without exception, the program staff should value students in ways not found in traditional schools;
- Students participating in schools and programs in those schools should receive support services that are not provided in traditional school programs; and
- Schools and programs should create unique home and school relationships not found in traditional school programs (Cárdenas, 1995).

Cárdenas also presents a developmental matrix involving 77 cells that describe what an equity-based excellent school would look like (1995).

Lee, *et al.*, showed compelling evidence that such restructuring efforts produce organic rather than bureaucratic school organizations that depart from conventional practices rather than adhering to conventional ones (1994). They started with a sample size of 22,000 students in about 1,000 U.S. middle-grade schools. They followed these students into high school in 1990. After the application of certain data filters (such as students attending Catholic or elite private secondary schools), they ended with a student sample size of 11,794 sophomores in 820 high schools. Their findings include the following.

- Students attending schools that are restructured learn more in mathematics, reading, history and science.
- Students learn more in smaller rather than larger restructured high school environments.
- Students are more engaged in smaller restructured schools, and engagement is more equitably distributed. (Equity in this study only referred to socioeconomic status.)
- Students learn more science in schools with better resources.
- Schools committed to restructuring should decide on a modest number of reform strategies and engage these strategies in depth. Doing so increases the likelihood of significant gains in student achievement in restructured schools (Lee, *et al.*, 1994).

According to their findings, restructured, organic, smaller schools that focus on fewer rather than many reform efforts can make a difference in student achievement outcomes (Lee, *et al.*, 1994).

IASA-Sparked Reform Can Further the Goals of Equity

It is surprising to think that "equal opportunity" may be a term of the past. With the passage of the *Improving America's Schools Act* in 1994 and the *Goals 2000: Educate America Act*, the Department of Education established the foundation for a new kind of consideration of equity in public schools. Where once equal educational opportunity was clearly the goal, these two pieces of legislation strongly support the notion that while equal educational opportunity is necessary, it may not be sufficient to bring about high achievement outcomes for all children regardless of race, sex, national origin, economic circumstance or handicapping condition.

The IASA and Goals 2000 suggest a notion originally described in a 1989 publication of the 10 Regional Desegregation Assistance Centers called *The Resegregation of Public Schools: The Third Generation* (Scott, 1995). The creators described educational equity as a strategy designed to provide differentiated educational responses to students who are different in important ways so that these comparable educational outcomes may be achieved. From an educational perspective, all learners *cannot* be treated the *same* because their different learning, social, cultural, emotional, psychological and physical needs (characteristics) naturally give rise to varying interventions for them to achieve

A Different Kind of Will- continued on page 10

CHILDREN'S ENTITLEMENTS

- ✔ Children are entitled to have parents, advocates and concerned educators involved in all decisions affecting their education.
- ✔ Children are entitled to learn in an integrated, heterogeneous setting responsive to different learning styles and abilities.
- ✔ Children are entitled to comprehensible, culturally supportive and developmentally appropriate curriculum and teaching strategies.
- ✔ Children are entitled to access to a common body of knowledge and the opportunity to acquire higher-order skills.
- ✔ Children are entitled to a broadly-based assessment of their academic progress and grading structures that enhance individual strengths and potential.
- ✔ Children are entitled to a broad range of support services that address individual needs.
- ✔ Children are entitled to attend schools that are safe, attractive and free from prejudice.
- ✔ Children are entitled to attend school unless they pose a danger to other children or school staff.
- ✔ Children are entitled to instruction by teachers who hold high expectations for all students and who are fully prepared to meet the challenges of diverse classrooms.
- ✔ Children are entitled to an equal educational opportunity supported by the provision of greater resources to schools serving students most vulnerable to school failure.

– National Coalition of Advocates for Students

IDRA's Project FLAIR: Professional Development Model Addresses Literacy Development from a Schoolwide Perspective

Rogelio López del Bosque, Ed.D.

Schoolwide programs focus on the needs of students in high-poverty schools to ensure that every student succeeds. They are built on the understanding that students are most successful when the entire school supports the education of all students. This understanding is supported by a strong research base.

Under Title I of the 1994 reauthorization of the *Elementary and Secondary Education Act* (ESEA), schools serving 50 percent of students from low-income families can become schoolwide programs to expand the flexibility and quality of the education they offer students. Title I is no longer about pulling out students or using remediation strategies and other temporary approaches attempting to address the special needs of some students. Title I is now about integrating resources, facilities and materials with quality teaching that is cutting-edge and strategically aligned with the educational needs of students on the campus.

Researchers learned during the late 1980s that improving the entire school, rather than targeting the poorest-performing students, improves the education of all students. Schoolwide programs are about getting everyone on campus to commit to supporting instructional programs of higher order thinking skills, accelerated curriculum and effective teaching strategies. The focus is on the students to ensure that everyone succeeds. Thus, successful schoolwide programs do the following:

- identify students' needs and decide how to meet them;
- engage and expand on students' natural gifts and talents;
- work together to help every child achieve the same challenging standards;
- design educational programs that are consistent with state and local reform efforts;
- meet the special needs of children who are at risk academically, limited English proficient, migrant or homeless;
- break through traditional funding limitations by combining resources from multiple funding streams to promote children's learning;
- seek support and guidance from fellow practitioners within the district and across the state who have successfully shifted to using ESEA resources school-wide; and
- evaluate success in terms of increased achievement by students at greatest risk of failing to meet state standards (U.S. Department of Education, 1996).

Even with these guidelines, a recent study of schools in Texas found that there is no magic formula, prescription or miracle program. The study was conducted by the Charles A. Dana Center at the University of Texas at Austin with support from the Texas Education Agency and the STAR Center (a collaboration of the Dana Center, IDRA and RMC Research Corporation), the comprehensive regional assistance center in Texas (1996). The findings revealed more differences than similarities in the instructional programs and approaches of the 26 schools studied. While some schools used whole language teaching approaches, others used phonics. Some programs used cutting-edge instructional technology, while others used none. Some schools used Levin's "Accelerated Schools Project," and others used the "Success for All" program from John Hopkins University. "Reading Recovery" approaches were used by some schools, while others were not using any specific program or methodology at all.

Although these schools did not perceive themselves as perfect, they recognized a potential for growth and were committed to seeing ongoing improvement. Each school had an area of strength as well as an area of weakness, yet they had all achieved important and impressive results.

The common characteristics of these schools include the following. Each school:

- Focuses on the academic success of every student;
- Makes no excuses;
- Experiments;
- Is inclusive – Everyone is seen as a part of the solution;
- Has a sense of family;
- Demonstrates collaboration and trust;
- Exhibits a passion for learning and growing.

This detailed study, *Successful Texas Schoolwide Programs*, can be obtained through the Charles A. Dana Center (512/471-6190).

Shifting to a schoolwide approach gives teachers new opportunities to enrich instruction and accelerate student learning. Their involvement is critical in the reform process. Their expertise can be easily tapped because they know the school much better than anyone else and they know what needs to be changed. This means that teachers must be supported in what they are doing and must be provided with appropriate professional development.

An example of an effective schoolwide approach is IDRA's Project FLAIR (Focusing on Language and Academic

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NO TWO SCHOOLWIDE PROGRAMS ARE ALIKE, BUT THE BEST ARE:

- **driven by rigorous standards** for upgrading the instructional program of the entire school;
- **flexible,** offering a high-quality curriculum geared to bringing students up to the challenging levels of knowledge set for them;
- **comprehensively planned,** using available federal program resources to support cohesive instruction; and
- **result-oriented,** increasing the achievement of children in the targeted groups that federal education programs were intended to serve.

– Pechman, E. and L. Fiester. *An Idea Book: Implementing Schoolwide Projects*. (Washington, D.C.: U.S. Department of Education, Planning and Evaluation Service, 1994).

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IDRA Publication Available

Hispanic Families As Valued Partners: An Educator's Guide

by Maria Robledo Montecel, Ph.D., Aurora Gallagher, Aurelio M. Montemayor, M.Ed., Abelardo Villarreal, Ph.D., Ninta Adame-Reyna, M.S. and Josie D. Supik, M.A.

This publication explores the role of Hispanic families, particularly parents, in U.S. education. Through a presentation of facts about Hispanics in the United States and an honest discussion of Hispanic cultural values and mores, the authors dispel the myths that many educators have about their Hispanic students' families. Most importantly, the book focuses on the common ground shared by schools and Hispanic homes – most notably that education is important. It seeks to show administrators and teachers the value of family participation in education. Instructions and worksheets for implementing a parental involvement program tailored to the needs of Hispanic families and a comprehensive resources list are also provided. (90 Pages; 1993; $19.95)

Available from IDRA at 5835 Callaghan Road, Suite 350, San Antonio, Texas 78228-1190; 210/684-8180; fax 210/684-5389; E-mail: idra@idra.org.

IDRA's Project FLAIR *- continued from page 6*

Instructional Renewal). This project is an outgrowth of IDRA's reading project that has assisted schools as they shift to schoolwide programs and subsequently improve students' academic success dramatically. Project FLAIR is designed to increase cognitive growth and academic achievement for all students, including language minority students, through an intensive language-across-the-curriculum program. Currently, 13 schools are using Project FLAIR to support their schoolwide approach.

Personnel at each participating campus, with the guidance of an IDRA consultant, analyze and evaluate their instructional program to determine how well it reflects the best practices recommended for culturally and linguistically diverse students. A task force of administrators and teachers develops annual goals and objectives designed to improve language-minority student achievement, and members select a set of instructional strategies for monthly training on their campus.

The first year of the project ends with a day of reflection in which the campus task force members evaluate the success of the project and plan for the second year. They then choose another set of instructional strategies for monthly training and decide how to mentor and train new teachers during the second year. The project's third year continues to increase the repertoire of instructional strategies available to teachers and expands training to the rest of the teachers on the campus.

This three-year process incorporates all components of an effective schoolwide program. It includes assessment, development of a model based on findings, and development of a mission and a vision statement through the selected people who will carry out the process. The project includes professional development that provides research-based strategies, mentoring and coaching, along with classroom demonstration. Project FLAIR has a comprehensive monitoring system with formative evaluations throughout each year and a formal summative evaluation at the end of each year.

Specifically, Project FLAIR addresses requirements of a schoolwide program through the following eight components:

Comprehensive needs assessment. A comprehensive needs assessment is critical for designing the program, professional development and evaluation. Classroom observations, faculty and staff interviews and workshop evaluations are the primary means of data collection.

Best-practice school reform strategies. Cutting-edge practices based on the latest research provide guidance. Because schoolwide programs require adjustments for many schools, a comprehensive approach is necessary and is an integral part of Project FLAIR.

Highly qualified instructional staff who promote high student achievement. These are the teachers who participate based on their ability to alter curriculum and instruction to accommodate students' strengths and needs. The assumption is that they, along with the curriculum, will challenge the students academically. Therefore, strategies the teachers will be trained to implement through the project are based on the latest research in the fields of bilingual and English as a second language (ESL) education and language arts education. They foster listening, speaking, reading, and writing skills and can be used for all content areas and with students who are below, on or above grade level. Teachers are taught how to use the strategies, how to modify them for various grade levels and how to assess student progress in mastering their complexities.

Assuming ownership and "buying into" the program is an essential part of the project. Just as all students are to be regarded highly, so should the teachers. They are the link between student learning and teaching to the established high standards. Through the project, they work in teams and learn how to provide the right amount of resources for their students. They also learn about research-based programs that may involve intensive instruction such as use of technology, fostering cultural pride and building student self-concept.

Qualified to involve all members of the school community. Professional development is a high priority. It is most effective when the participants help determine the content. In addition to teachers, professional development should include

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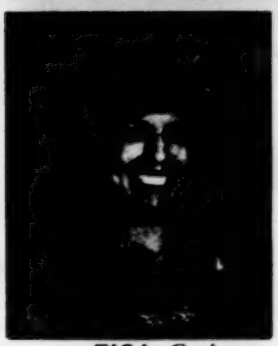

Elfida Gutierrez

THE WHOLE SCHOOL, THE WHOLE CHILD

Editor's Note: The following is excerpted from an interview of Mrs. Elfida Gutierrez, principal of Hueco Elementary School in the Socorro Independent School District in El Paso, Texas. The interview was conducted by Liz Lilliott as part of the Successful Texas Schoolwide Programs Research Project conducted by the Charles A. Dana Center through a contract from the Texas Education Agency and with funding support from the STAR Center.

What are the major areas upon which Hueco is focused this year?

Attendance is an important focus. We know it is important that students are coming to school and that they like school. Although it's hard to measure concretely, we know we want to focus on making the kids feel good about themselves and school in general. Technology is an important focus. Our whole district is pushing technology. We know that's the wave of the future.

In terms of academics, the learning styles program has been a good avenue for us to reach all of our kids. We have discovered that when we have had so much flexibility with our budget, we can buy a variety of materials, but we need to focus on how to teach, not what we use to teach. Therefore, we adopted a focus on learning styles. Teachers use a variety of approaches. A lot of them use cooperative learning strategies. I believe in whole language and cooperative learning. I profess them and find research that supports them, and I share the research with the staff. To promote good instructional practices, I have teachers go visit other teachers who are very successful. Teaching strategies that involve students with language are very important for our students. I always tell teachers that our students are going to develop good language skills only if they are speaking, interacting and involved with language throughout the school day.

TAAS has several indicators that really lend themselves to saying kids must be actively involved in learning. We've gone away from the lecture style of teaching, into a lot of student interaction. Once teachers try a more interactive style, they know that it works for them, and the kids like their education. So we focus on learning styles and finding good ways to teach that are comfortable for the teachers and that keep kids actively involved.

So is all of that new for this year?

No, we moved into it slowly, about two years ago. We worked very closely with our Title I coordinator for the district, who brought in learning styles. We had maybe three or four teachers go, and they just loved it and came back and implemented it. The next year, more teachers went, and this coming training session we have about three more teachers going. We selected some teachers who would come back, sell the program and be good models.

How are things different now from how they were in the past, when you first got here?

When I first got here, one of the things that I noticed was that the campus plan did not have measurable objectives. We have been involved in writing our campus plan for maybe seven years. I was lucky to have a friend, who was the instructional director at the time, who came to our campus and said, "You need to write objectives that you can measure at the end of the year and monitor throughout the year." Whereas, the campus plan had a bunch of goals (i.e., "We will do this" statements), it never said how or to what extent. So we went back and looked at our plan so that it will, for the most part, have measurable objectives.

We looked at the data and saw that our kids in first grade were all reading at the primary level, and we wanted them to be on the first grade level. We wanted goals that were appropriate for our students. So, we measured language development, writing and mathematics and for the upper grades (3,4,5). It's really easy because we use the TAAS for the most part to measure our growth. We also have goals for attendance.

Now, our campus plan can be divided into two major goal areas: one deals with student performance and the other is affective. The affective goals focus on establishing a positive environment for students, faculty and the community. Our incentive program and the "sunshine committee" are initiatives that came out of our affective goals.

We believe that the less complex we get about a campus plan, the better off we are, and the more likely it will become like a guide for improving student performance. The plan keeps us organized and aligned with our goals.

So how do you assess what bilingual children take the TAAS or not? Does the teacher decide?

Pretty much so. They go to the LPAC committee. Last year we had a form that said which of the kids were going to take the TAAS where it would not be a negative experience for them. They take it for assessment, to see if they can exit the program. Our program model is the transitional model. There is some good in it and there are things that sometimes are not good, but that's the most we have. It's a strongly transitional model. The teacher pretty much decides.

I think we can find other assessments for our students, like the SABE. We'll test their Spanish reading and Spanish writing. We'll tease them because they're reading in Spanish. They're going to be good readers in English. They can write well in Spanish. Once they

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Publication office:
5835 Callaghan Road, Suite 350
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210/684-8180; Fax 210/684-5389
IDRA World Wide Web site:
http://www.idra.org
IDRA E-mail Address:
idra@idra.org

María Robledo Montecel, Ph.D.
IDRA Executive Director
Newsletter Executive Editor

Christie L. Goodman, APR
IDRA Communications Manager
Newsletter Production Editor

Sarah H. Aleman
IDRA Data Entry Clerk
Newsletter Typesetter

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ORGANIZING FOR SCHOOLING
VOLUME XXIII, NO. 7, AUGUST

LIFELONG LEARNING AND LEADERSHIP
VOLUME XXIII, NO. 8, SEPTEMBER

STAYING IN SCHOOL
VOLUME XXIII, NO. 9, OCTOBER

PUBLIC ENGAGEMENT
VOLUME XXIII, NO. 10,

IDRA is a nonprofit educational, research and development organization dedicated to the improvement of education opportunities for all children. Through research, materials development, training, technical assistance, evaluation, and information dissemination, we're helping to create schools that work for all children.

The Whole School - continued from page 8

acquire that language and comprehension, they'll be good writers in English.

The teachers do a good job in getting our students ready for the TAAS. It hasn't been a big problem for us to say we're going to give them all the TAAS. They do well. But still we need to take every individual student into consideration. And we don't exempt many students. We didn't exempt our kids from the TAAS unless they were like level one and then all the children who were in special education, and they were monolingual English instruction for a long time. The purpose of our testing is to find out how we are doing, how the students are doing, how everybody is doing, then to do an assessment appropriate for the student.

Is there any sort of enforcement of the plan? How is follow-through ensured?

We follow through every so often. I bring the plan to the SIT (School Improvement Team), and we pick out a part. For instance, we will look at bilingual education and ask, "Where are we? Do we think we're going to accomplish this?" We have constant assessment. In December, we did a TAAS pre-test. We got reports on how we did on that pre-test, and we know what we have to do in January. It pretty much gave us what we were going to do for intersession school. So, it's constant evaluation.

As far as monitoring, we said we would touch many parents, through much communication. Letters [are sent] out by teachers. One of our goals was that they do a lot of it. Other people come here and I say I would like to do a parent letter. They say "Oh we don't send them home, they're not going to read them." I say, "You know what? Send them anyway." Because they do come. And they do read them. No excuses.

A big part of our success is the staff development program that we have come up with. We have evolved, and we have criteria for attending an out-of-town trip and attending other staff development. One is that they would just be participating in three voluntary committees. And that's tough, but it also makes them eligible for these wonderful staff development activities. To go out of town on a conference is really a reward, and it's a big investment. You want to invest in people who you know are going to come back and give you so much more. But everybody participates. We have too much to do, we can't afford to let two people do everything. Everybody gets his or her time to be in the limelight, to do a lot of work, but also to reap the rewards of having completed a good project.

Who came up with the guidelines?

We did – the SIT committee. They were stricter. If I would have come up with them, I probably would not have said three committees. I would have said teachers must serve on a volunteer committee. They said it should be at least three committees because everybody can do two. And then they said, when we go to conferences, two or three people should not go to the same session, because how else are we going to come back and share? They were pretty strict. We have evolved to that. We have learned ways to communicate and be effective. Just like the philosophy that we are going to do a shared decision process, that does not mean that it comes to me – it goes to a team. And then in turn, the team doesn't make all the decisions without getting input from other people. This has been a very good way to communicate.

You talked about zero-based budgeting. If it were just up to you and you could do the first thing on the priority list, what would it be?

I would secure good personnel. What I have found is that you get good people to support whatever you want to do for students. That's what you should invest your money in. You don't need to buy computers, you don't need to buy programs, you need *good people*. Our district has a policy that is "last one in, first one out." So if we lose any teachers, they're going to be the last ones that our committees recommended to be here. They're excellent teachers! So I would secure the good personnel and find a way to keep everybody here. I think that those new people who are here do everything to make their classrooms successful.

So what do you do to make sure you get good personnel? How does that happen?

The last couple of years, we've been solely responsible for recommending people who come to work in our school. We had a vacancy last year for a third grade monolingual position. We put together teachers from the third grade level that were going to have to be working with this person. I was on the committee, and we had a parent from third grade. We interviewed five people. Oddly enough, all of us recommended this person who came here.

A lot of our teacher interview questions deal with the affective domain: "How would you deal with the situation of your children who couldn't read? How do you handle children who can't speak English and they're in your classroom, whether it's bilingual or not?" It doesn't have to do very much with how well you're prepared. It has to do with how you would deal with the kids.

Give me an example of an interview question.

What do you think causes discipline problems? Some teachers said it's a lack of responsibility at home, but I think it's really not. This young man that we hired said, "Well, you know, the kids are bored! If I'm not entertaining them and doing a good job in keeping them involved, I think there's going to be some trouble." If someone says, "They're not interested," then I know that I have someone who is going to provide instruction to the student.

Another question is, "What is your feeling on parental involvement?" They say, "It's very important," and [thus] they say the right answer. Then we say "What would you do to make sure that parents are involved in your classroom?" Many of them are brand new [to

The Whole School - continued on page 13

Is Educational Equity Being Achieved in Your Program?

1. Do all students have access to schools, courses and programs in a non-discriminatory manner?
2. Are the educational interventions, including instruction, curriculum, materials and support, structured to respond to the varying characteristics of diverse learners?
3. To what degree do these educational interventions represent the best of what is known from current research about achievement and equity as they relate to minority, poor, female and special-needs students?
4. Do these interventions take a "non-deficit" approach to the varying characteristics of learners?
5. Are the educational interventions truly student-centered or are they teacher- and/or system-centered?
6. Are the educational interventions supported by the resources necessary to provide the strongest impact, in a way that is pedagogically appropriate, for those who are farthest away from the desired standards of excellence?
7. Do the educational interventions produce comparable academic and other school outcomes for populations of learners of different characteristics, including race, ethnicity, language, economic level, gender and special needs?
8. Can learners of differing characteristics perform at comparably high levels of competency on appropriate measures and assessments as a result of the educational interventions provided?
9. If different learners are not performing comparably well academically, has a strategy been developed and implemented to correct the systemic instructional deficiency?
10. What is the evidence that all educational interventions are provided in a context of respect, high regard, positive expectation for success and a sense of valuing of the differing characteristics of diverse learners?

– Bradley Scott, IDRA

***A Different Kind of Will*- continued from page 5**

comparability (Network of Regional Desegregation Assistance Centers, 1989).

In the January 1995 issue of the *IDRA Newsletter*, I proposed that a new generation of desegregation, civil rights and equity was emerging. I called it the *fourth generation of desegregation* (see box on page 4). The goal was to create new schools that work for diverse students, producing world-class students with world-class skills and to create new paradigms for civil rights and equity-based excellence. I also listed some concerns upon which this new era seemed to be focused. I suggested then that the discussion was just beginning. In truth, no one had any idea of how new the discussion was or how complex it would become.

The *Elementary and Secondary Education Act*, as amended by the *Improving America's School Act of 1994*, now has as its focus five major themes the following:

1. High standards for *all* students – with the elements of education aligned so that everything is working together to help all students reach those standards.
2. A focus on teaching and learning.
3. Partnerships among families, communities and schools that support student achievement to high standards.
4. Flexibility to stimulate local-based and district initiative, coupled with responsibility for student performance.
5. *Resources targeted to areas of greatest needs, in amounts sufficient to make a difference* [emphasis added] (U.S. Department of Education, 1996).

In short, themes one, two and four speak to excellence regarding academic outcomes. Theme five concerns equity, allocating resources in varying ways to meet the educational needs of different learners in order to produce students who all reach high standards.

In answer to the question, Who is responsible for these equitable outcomes?, theme three suggests that everyone is responsible "families, communities and schools." The success of all students is everyone's responsibility. The federal government is saying to local communities, Do what you will, use your own initiative to move all students to high standards, but move all students to higher standards.

In the final analysis, all of the school reform efforts in the nation will do little to no good unless all students benefit from the changes that occur. Only school reform driven by a notion of equity and measured by the standards of equity can be deemed effective in assuring that all students have a fair, comparable opportunity to learn, to achieve and to excel. The answers to the questions in the box at left will determine if educational equity is being achieved, or even approached.

The degree to which schools and districts can answer these questions affirmatively and offer hard evidence through the comparably high outcomes and results in student achievement, is the degree to which those schools and districts can say that they are truly excellent because they are producing equitable outcomes for all students. Clearly this era of school reform and high achievement of standards is calling for equity-based excellence. Nothing else will do. The twenty-first century can tolerate no less.

Resources

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Bradley Scott directs the IDRA Desegregation Assistance Center. Comments and questions may be sent to him via E-mail at bscott@idra.org.

Schoolwide Projects - continued from page 2

schools in the Rio Grande Valley in Texas. Their findings are organized around several themes: school-community collaborations, educational resources and outcomes, writing instruction for linguistically diverse students, psychoeducational assessment of linguistically diverse students, speech-language assessment, effective governance and administrative support patterns, and best practices (Reyes and Scribner, 1995).

- Dr. José A. Cárdenas proposes a "theory of incompatibilities" that comprehensively affects the quality of educational programs for LEP students (1995). Since then, other research findings have supported this "theory of incompatibilities."
- A recent newsletter on issues in school reform published by the U.S. Department of Education indicates that four characteristics were common in effective schoolwide programs (see box on page 6): driven by vigorous standards, offering a high-quality curriculum, comprehensively planned and results-oriented (U.S. Department of Education, 1996).

Effective Schoolwide Reform Indicators for Campuses with LEP Students

With the Pechman and Fiester findings as a framework for schoolwide reform along with other related research, four indicators emerge that are central to effective schools for LEP students. These four indicators are further defined with program features that create opportunities for LEP students to succeed academically.

Rigorous Standards

Successful campuses for LEP students have the perception that LEP students can and will learn just like other students. A perception to the contrary is a big obstacle that impairs or diminishes the impact of any schoolwide reform effort.

Standards are measures of accomplishment that reflect the school's commitment to rigor and hard work to challenge all students to high levels of achievement. They are the criteria used to assess program implementation efforts and results. Schools establish standards for overall performance, student performance, teacher performance and operating procedures. Effective schools for LEP

Schoolwide Projects - continued on page 12

HIGHLIGHTS OF RECENT IDRA ACTIVITIES

In November, IDRA worked with **5,836** teachers, administrators and parents through **70** training and technical assistance activities and **82** program sites in **nine** states plus the United Kingdom. Topics included:

- Effective Outreach with Parents
- Weaving TAAS Instruction into the Regular Program
- Indicators of Successful Instructional Programs in Math and Science (video conference)
- *Community Leadership for Standards Based Reform*
- Racial Harassment

Participating agencies and school districts included:

- El Paso ISD, Texas
- U.S. Department of Education
- Jefferson Parish, Louisiana
- Muskogee Public Schools, Oklahoma
- Farmers Branch City Council, Texas

IDRA staff provides services to:

- public school teachers
- parents
- administrators
- other decision-makers in public education

Services include:

- training and technical assistance
- evaluation
- serving as expert witnesses in policy settings and court cases
- publishing research and professional papers, books, videos and curricula.

Activity Snapshot

IDRA was selected by the U.S. Department of Education to evaluate the national Improving America's Schools Conference in St. Louis, Atlanta and San Francisco. IDRA designed scannable evaluation forms with input from key stakeholders. This evaluation had a response of 28 percent compared to 5 percent the previous year. IDRA generated quick and comprehensive evaluation results including debriefing of conference planners. The conclusions have already informed and influenced the decision-making process for next year's conference.

For information on IDRA services for your school district or other group, contact IDRA at 210/684-8180.

Schoolwide Projects *- continued from page 11*
students are characterized by the following. Standards:

- Conform to high expectations for LEP students.
- Are established by key stakeholders and include parents of LEP students.
- Are rigorous for *all* students.
- Guide the design and implementation of an educational program that integrates and addresses the needs of all students, including LEP students.
- Are used to monitor the pace and quality of progress.
- Define a time frame for the accomplishment of goals.
- Are used to establish measures of success for all key stakeholders, including parents of LEP students.
- Define the organization as pro-active, adaptable and flexible.
- Define leadership expectations.

High Quality Curriculum

Schools that are effective for LEP students have a flexible, high quality curriculum that has been designed specifically to address the needs of a particular campus. These schools use research to identify strategies that have proven to be effective with LEP students. They study this research, select strategies and adjust them to conform to the characteristics and needs of the campus.

These schools do not have a program for LEP students as an addendum to an instructional program on the campus. Instead, the program adjustments implemented to meet the needs of LEP students are an integral part of the regular curriculum. LEP students are not segregated and identifiable as a special group among teachers and students. They are an integral part of the entire school organization. They belong to school families, villages or learning communities. They do not form one learning community or village, but rather belong to several different ones. They are consistently assessed and monitored to ensure that progress is made at an appropriate pace.

Teachers of LEP students are not isolated; they experience a sense of belonging. They do not plan separately. If planning by grade level, they are an integral part of the grade-level team. They are risk-takers and experiment with new ideas. Being pro-active and innovative are characteristics of teachers of LEP students. The "healthy" school culture promotes and rewards this type of behavior. They are *action researchers* who monitor their actions and their impact on student achievement. They take full responsibility for the achievement of all students and never blame students or parents for achievement shortcomings. They do not make excuses.

Teachers of LEP students – as well as the entire school staff of all teachers, counselors, secretaries, cafeteria staff and administrators – value and acknowledge the linguistic and cultural background of a diverse student population. In most effective "healthy" schools, the teachers seek to refine and upgrade their teaching skills periodically through university training or in-service training provided through the school in collaboration with federal and state-funded technical assistance and training centers.

All teachers on the campus consider students' families as an integral part of the learning and teaching community. They articulate this feeling to parents and demonstrate it through meaningful interactions. Parents take part in setting goals and defining standards, and they set standards for their own performance as partners in the educational endeavor.

Furthermore, a high quality curriculum is guided by the following additional indicators:

- Decisions emerge from a comprehensive needs assessment that embodies the essence of student diversity.
- Needs assessment is ongoing and is not a specific event that happens only during the summer or at the beginning of the school year.
- Continuous student assessments in core areas of literacy development, mathematics, science and social studies are used to adjust instruction periodically.
- Curriculum and instruction decisions are complemented by a conducive school climate and environment that considers LEP students as central to its mission.
- Educational improvement plans are the result of teachers, parents and administrators collectively and collaboratively making decisions and planning.
- Decisions reflect a recognition of what we know about language acquisition and transferability of knowledge across languages.
- Curriculum and instruction are carefully planned, are multidimensional and provide learning opportunities that cater to a variety of learning styles and language proficiency levels.
- Administrators and teachers are LEP student advocates. They have high expectations and establish high standards of student achievement.

Coordinated Federal Resources

Effective schools leverage federal funds and plan their use carefully to ensure the integrity of their intent and purpose. Administrators have a global picture of how different variables affect the quality of education provided to a target population. These administrators and teachers extend the use of the funds school-wide to include those factors that need attention and contribute to the needs of the target population. These funds are treated as supplemental to local funds, and their flexibility is evidenced in their allocations to different activities that not only benefit the target population but also the whole student population. At no time are federal funds allocated without substantial justification as to how the target population will benefit. Federal funds are never used so that local funding can be redirected or channeled to other unrelated areas.

In effective schools, teachers and administrators are always cognizant of the local responsibility, both fiscally and programmatically, for the improvement of the target population's achievement. Federal funding provides the resources and the impetus to address the needs in an even more comprehensive manner. Effective "healthy" schools think and act in the following manner:

- Use federal resources as supplemental.
- Operate from an improvement plan that defines the strategies and initiatives to address all students' needs.
- Use federal resources to supplement local funds earmarked to support the improvement plan.
- Monitor and evaluate progress in areas of need supported by federal resources.
- Articulate clearly how federal funds are having an impact on areas supported by federal legislation.

Goals and Results Orientation

Effective schools for LEP students have specific student performance goals and check results periodically to ensure that progress is being made at an adequate pace. They ensure that gaps do not exist among different student populations. They have a system of evaluation that periodically provides them with critical information to adjust instruction accordingly.

Schoolwide Projects *- continued on page 13*

Schoolwide Projects *- continued from page 12*

In summary, effective schools for *all* children review achievement data and use that data to guide the planning of initiatives directed at improving the achievement of the whole school. Effective schools for *all* children recognize the demands of a diverse student population and plan accordingly. Effective schools for *all* children use research as a basis for creating the climate and environment for improved achievement.

Effective schools form meaningful partnerships with families, the community and the business sector. They establish high standards and reach them. They also leverage federal funds to increase their impact. Overall, the whole school shares a belief that success is attainable and that the school can make a positive difference in the lives of all students. Doing so, helps to sustain good health, which, after all, creates limitless possibilities for all students.

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Dr. Abelardo Villarreal is the division director of the IDRA Division of Professional Development. Comments and questions may be sent to him via E-mail at avillarl@idra.org.

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For more information contact Hilaria Bauer or Carol Chavez at IDRA, 210/684-8180.

The Whole School *- continued from page 9*

teaching], and they say "Well, I would send letters home." Right away you know that person is headed toward the right direction. It deals with a lot of what we're wanting to do. The people that work with you are everything, because they've got to be good when you're not there.

So have you had a situation where you have a teacher whose heart is in the right place, but just isn't good at teaching reading or isn't good at teaching math? And what do you do in that situation?

We had one that just was not a very good math teacher. Consistently those scores were pretty low. Honesty is the best policy: "You know [so and so], your scores don't seem to . . ." "I know, I just can't seem to do this." "Well, you're very good in reading. Why don't you and your neighbor team teach." And we were able to help her in that way. Teaching a specific content area has not been the problem. A problem I have seen with very good teachers with a good heart and know how to teach has been classroom management. They just are so kindhearted that the kids are just all over the place.

When kids come here because of a discipline problem, they're embarrassed because they don't want to come to the office because they've lost their temper and they kicked each other and they're here. But for the most part, we do not have many discipline problems. And on occasions when we have had discipline problems, something not right has been going on in the classroom. I bet you that 90 percent of the time when I've had kids here, it's because they've been involved in something physical. The teacher is busy doing something and really not supervising their kids. So I know that discipline problems can be prevented.

Our kids that leave Hueco and go to Sanchez are praised because they have very good behavior. I think it's important. We've got to prepare them to be good members of society. So when the schoolwide program concept came along, we said that's for us, because [it's for] the whole school, the whole child, the whole family.

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Texas School Finance Reform
by Dr. José A. Cárdenas
Publication Order Form

This 28-year history of school finance reform in Texas will be distributed exclusively by IDRA (see next page). A limited number of copies are to be printed. Orders are now being accepted at the pre-publication price of $25, including shipping and handling.

To reserve your copy, send this order form and a check or purchase order (if applicable) for $25 to IDRA, 5835 Callaghan Road, Suite 350, San Antonio, Texas 78228; 210/684-8180; fax 210/684-5389. Make sure to include this form when ordering.

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IDRA's Project FLAIR - continued from page 7

teacher aides, other school staff members and parents. Teachers expand their knowledge base about schoolwide programs and pedagogy related to achievement of high standards. Parents become empowered and are part of the decision-making process in the project. Parents are seen as an asset in the process. School strategies for attaining and retaining parent involvement are essential. In order for many parents to get involved in their children's education, they must assume new leadership roles. They must practice making decisions, not simply be told "how to." They must serve on planning and other policy-making committees. The more informed and involved parents are, the more they tend to get involved in the education of their children.

Teacher participation in making assessment and instructional decisions. The involvement of the teachers in the assessment process is essential. Project FLAIR understands that trust must not be violated, and information gathered through the assessment should be seen in the context of the program design rather than as a negative perception of the school. This can only intensify teachers' ownership of the mission and the effectiveness of the program.

Intensive assistance to students who experience difficulty mastering state standards. First and foremost should be the imparting of high expectations to all students. It may be necessary to customize services for students with very special needs. Although pull-out programs and remedial approaches should be minimized, supplementary instruction may be the answer in meeting the needs of some students for attaining specific goals.

Evaluation data for decision making. Formative and summative evaluation services are provided by IDRA to all participants. IDRA provides an annual report summarizing the quantitative and qualitative results to the central office and each principal.

Role of the principal in the process. One of the major challenges to implementing a schoolwide program is changing from a "mass audience" approach to one of teaching each child. It is the principal whose leadership and management is key to the success of a schoolwide program. In an attempt to make the transition a little easier, in Project FLAIR, principals work with a planning committee that in turn examines programs that create collaboration.

This model has worked by creating learning environments that promote academic achievement gains by empowering administrators, teachers and students with strategies to improve reading instruction and by building capacity in the school district or campus to initiate and sustain change that has a positive impact. This model works for all campuses, regardless of student population profile or past academic performance level. In IDRA's Project FLAIR everybody wins – teachers, administrators, students and parents.

Coming Up!

In February, the *IDRA Newsletter* focuses on standards and assessment.

School districts and campuses can obtain additional information about IDRA's Project FLAIR *by contacting Dr. Rogelio López del Bosque at 210/684-8180.*

Resources

Charles A. Dana Center. *Successful Texas Schoolwide Programs: Research Study Results.* (Austin, Texas: Charles A. Dana Center at the University of Texas at Austin, October 1996).

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Rogelio López del Bosque, Ed.D. is the coordinator for the IDRA Division of Professional Development. Comments and questions may be sent to him via E-mail at rlopez@idra.org.

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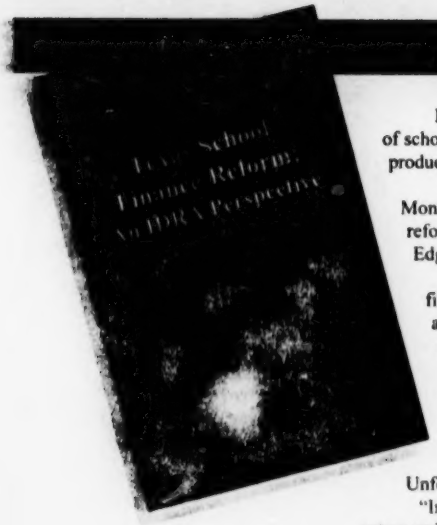
IDRA Publishes School Finance Reform Book



Dr. José A. Cárdenas, founder and director emeritus of IDRA, has completed a new book on the 28-year history of school finance in Texas. The new publication, *Texas School Finance Reform: An IDRA Perspective*, is currently in production and will be ready for distribution early in 1997.

"José is the best qualified person to author this history of school finance reform," said Dr. María Robledo Montecel, executive director of IDRA. "He is the only person who has been actively involved in the entire school finance reform effort since the early days of the *Rodriguez vs. San Antonio ISD* litigation, when he was superintendent of the Edgewood Independent School District, to the present post-*Edgewood* legislation."

Following the U.S. Supreme Court reversal of the *Rodriguez* decision that found the Texas system of school finance unconstitutional in 1973, Dr. Cárdenas resigned from Edgewood to establish a non-profit organization to advocate for school finance reform. The original organization, Texans for Educational Excellence (TEE), re-incorporated in 1974 as the Intercultural Development Research Association (IDRA). Staff from the organization participated in each reform study group, attended each session of the Texas Legislature and provided research data and testimony during litigation in the state courts. Dr. Cárdenas also served as co-master for the court in the design of an equitable system to be used if the legislature failed to enact one.

Judging by the number of inquiries received at IDRA, historians, sociologists, political scientists and educators have a strong interest concerning the who, what, when and how of the Texas school reform. Unfortunately, there is little public information available on the catalytic forces responsible for the reform.

"In the absence of accurate information, a substantial amount of erroneous information is surfacing concerning actors and roles during the period of reform," said Cárdenas. "Persons who performed trivial roles are being credited with leadership roles; persons who made substantial contributions are being ignored."

The author's recollections, impressions and opinions are strongly substantiated by an IDRA collection of documents compiled during the entire 28-year period. IDRA hopes that this information will be useful not only for historical purposes, but also that it will provide a blueprint for persons interested in bringing about future reform in schools and other social institutions.

This 28-year history of school finance reform in Texas will be distributed exclusively by IDRA. A limited number of copies are to be printed. Orders are now being accepted at the pre-publication price of $25, including shipping and handling. See order form on page 14.

Selected Quotes from the Book

School Finance Reform

"In retrospect, I can only say that I'm grateful that nobody was opposed to the equitable system since it took 22 additional years, including 10 years of additional litigation, to achieve an only partially equitable system. If there had been real opposition, it may have taken several hundred years to get there."

"Low-wealth school districts may have a problem with a program that provides resources on the basis of gains, when the major impediment to making gains is the lack of resources."

The Edgewood Schools

"The students had drawn typewriter keyboards on pieces of cardboard and were practicing their typing on non-existing typewriters, their fingers hitting the place in the cardboard where the letters were depicted."

School Finance Study Groups

"Projections for other low-wealth districts did not look too promising, but the blue ribbon panel, in its infinite wisdom, added a 'hold harmless' provision. This thoughtful provision prevents poor school districts from receiving less state aid in the first year of implementation than they received before the reform recommendations."

Taxation

"California tax opponent Howard Jarvis gladly came to Texas 'which ranked 49th in tax effort' and provided his experience, expertise and support to a similar effort in this state, an exceptional example of a man with a solution in search of a problem."

"If the legislators allow the courts to close the schools, 3.5 million kids will be sent home. It would be only a matter of days before the Texas electorate would realize that there are worse things in life than taxation."

School Finance Legislation

"Gov. Briscoe promptly called two special sessions to deal with property taxation. The first session was followed by a second session to correct the mistakes of the first session."

School Finance Litigation

"If one asks what Gov. Dolph Briscoe was thinking concerning *Rodriguez* in the period between the three-judge decision and the Supreme Court decision (15 months), the closest answer is that he was not."

School Facilities

"The findings of the experts [on school facilities needs] were so embarrassing and created such a legal liability for the state that the study was never released by the governor."

Future Issues

"Since the courts and subsequent legislative action have reduced the opportunity for the privileged to attain superior educational opportunities for their children at the expense of children in other school districts, attempts will be made to attain the same superior educational opportunities at the expense of other children in the same school district."

Contents

Foreword by Dr. James A. Kelly, president, National Board of Professional Teaching Standards

1: The Texas System: 1950 to 1973
2: *Rodriguez vs. San Antonio ISD*
3: Post *Rodriguez*: 1973 to 1985
4: State Legislation: 1973 to 1984
5: Bilingual Education Funding
6: Property Tax Equity: 1973 to 1995
7: The Perot Committee and House Bill 72
8: The *Edgewood* Litigation
9: Senate Bill 1 and *Edgewood II*
10: Senate Bill 351 and *Edgewood III*
11: Aftermath, Senate Bill 7 and *Edgewood IV*
12: The Status and Future of School Finance Reform

The text is augmented by a bibliography including 159 references on school finance and a listing of 142 court case citations. The index includes page locations for 280 individuals; 157 organizations, agencies and institutions; 62 legislative bills; 88 court cases; and 274 school finance topics mentioned in the 12 chapters.

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Dr. Arturo Madrid Receives Prestigious NEH Award

Dr. Arturo Madrid received the Charles Frankel Prize presented by President Bill Clinton in a White House ceremony this month. This is the highest award bestowed by the National Endowment for the Humanities.

"The arts and humanities are essential to our growth and renewal as a people," said President Clinton about the honor. "Through these awards we commemorate the contributions of distinguished artists and scholars whose work reflects the strength and diversity of America's cultural heritage."

Dr. Madrid, an IDRA board member, was selected for his extraordinary contributions toward developing the intellectual resources of the Latino community and for pioneering scholarship on Chicano literary and cultural expression. The Charles Frankel Prize honors individuals who have made outstanding contributions to the public's understanding of history, literature, philosophy and other humanities disciplines.

In an interview with the Associated Press, Dr. Madrid pointed specifically to the work he has done to ensure "that Latinos and other minorities are not overlooked by institutions of higher education, bringing to bear the academic and intellectual resources of the Hispanic community on American challenges and, finally, assuring that Latinos participate fully in all realms of American life particularly in its artistic, cultural and intellectual arenas."

For more than 30 years, Dr. Madrid has been engaged in professional activities and scholarship to ensure Hispanics are involved in all institutions of U.S. society. Born in Tierra Maria in northern New Mexico, he has been a professor in the modern languages and literature department at Trinity University since 1993. He spent the nine years prior to that as founding president of the Tómas Rivera Center, a national institute for policy studies on Latino issues. He is credited with bringing the best intellectual talent to bear on the challenges facing the nation's Hispanic population.

He holds the Norine R. and T. Frank Murshinson Distinguished Professor of the Humanities at Trinity and has taught at the University of Minnesota, the University of California at San Diego, and began his teaching career at Dartmouth College.

The NEH award commemorates Charles Frankel (1917-1979), whose life and work exemplified the integration of scholarship and public service. Other 1996 winners are Pulitzer Prize-winning poet and novelist Rita Dove, author and Pulitzer Prize-winning historian Doris Kearns Goodwin, political philosopher and civic activist Donald Kemmis, and commentator and former press secretary to President Johnson Bill Moyers.

Dr. Arturo Madrid

This is the eighth year that the Frankel Prize has been awarded. Past recipients include former CBS correspondent Charles Kuralt, African-American studies scholar John Hope Franklin, author Eudora Welty, filmmaker Ken Burns, and Librarian of Congress Emeritus Daniel J. Boorstin.

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IDRA

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